



DEPARTMENT OF THE NAVY
NAVAL SUPPLY SYSTEMS COMMAND
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COMMERCIAL
AUTOVON
IN REPLY REFER TO:

4200
SUP 21A1
97-30

FEB 24 1997

From: Commander, Naval Supply Systems Command

Subj: FURNISHING OF BACHELOR QUARTERS AND TRAINING OF BACHELOR
QUARTERS MANAGERS

Ref: (a) NAVSUP Policy Letter 94-28 of 3 Jun 94

- Encl:
- (1) Template of Contracting Officer's Justification for Ordering from Other than Low Offeror on Multiple Award Schedules for Naval Facilities Engineering Command Furniture Replacement/Upgrade Program
 - (2) NAVFAC ltr 4320 Ser 111B/94-111-39 of 18 Apr 94, Subj: Procurement of Carpeting to Support the Whole Room Upgrade Program for Bachelor Quarters
 - (3) NAVFAC ltr 4320 of 8 Jan 97, Subj: Procurement of Wall Coverings and Incidental Painting to Support the Whole Room Upgrade Program for Bachelor Quarters
 - (4) Template of Justification for Other than Full and Open Competition for Training Packages for Bachelor Quarters
 - (5) Points of Contact for Bachelor Quarters Furnishings Upgrade and Replacement Program

1. This policy letter cancels and supersedes reference (a).

2. To correct systemic deficiencies found in Bachelor Quarters nationwide, a Bachelor Quarters Program Management Office was established within the Naval Facilities Engineering Command. This establishment was announced by Naval message (CNO Washington DC 011615Z). To improve the quality of life of its bachelor officer and enlisted personnel, the Bachelor Quarters Program Management Office implemented a program designed to meet the Navy's goals for habitability. The program is entitled Bachelor Quarters Furnishings Upgrade and Replacement Program. It uses a Whole Room concept where a single GSA schedule contractor delivers and installs coordinated furnishings in a given quarters, including all furniture, draperies, and carpeting. The concept is illustrated by the NAVFAC catalog entitled Bachelor Quarters (BQ) Whole Room Concept. This catalog is available from any Bachelor Quarters Manager. This concept is further explained in enclosure (1). The following items implement this program.

a. Enclosure (1) provides the Contracting Officer with a template justification for award to other than the lowest priced GSA vendor under the whole room concept. Please note, - per enclosure (1), these whole room packages come as a set. No substitutions of items are allowed within a set. Also,

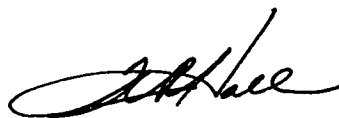
Subj: FURNISHING OF BACHELOR QUARTERS AND TRAINING OF BACHELOR
QUARTERS MANAGERS

requiring activities must provide Federal Prison Industry (FPI-UNICOR) waivers to the contracting activity with each requisition package; and

(b) To permit NAVSUP activities to purchase the entire package, the Naval Facilities Engineering Command, by enclosures (2) and (3), provides the Naval Supply Systems Command the authority to procure delivery and installation of carpeting and drapes, as well as incidental painting and wall coverings, under this program. The Naval Supply Systems Command hereby delegates this authority to all contracting offices in the Navy Field Contracting System.

3. The Bachelor Quarters Program Management Office (BQPMO) also identified training deficiencies pertaining to Bachelor Quarters Managers. To address these deficiencies, BQPMO identified a requirement to train Bachelor Quarters Managers sufficiently to be certified as Certified Hospitality Supervisors (the "CPA" of the hospitality industry). The American Hotel and Motel Management Association Educational Institute is the only body that grants such certifications. They are also the only known source of the training material as well as the exam materials. Therefore, enclosure (4) is provided as a template Justification and Approval (J&A) to justify the purchase of these hospitality training packages for Bachelor Quarters facilities Navy-wide. This enclosure is only a template. Minor tailoring of this template will be necessary to address the circumstances of the individual procurement.

4. Questions concerning the Bachelor Quarters Furnishings Upgrade and Replacement Program may be directed to the points of contact listed in enclosure (5).



CAPT K. R. HALL, SC, USN
BY DIRECTION

Distribution:
List "C"
List "E"

CONTRACTING OFFICER'S JUSTIFICATION FOR ORDERING FROM
OTHER THAN LOW OFFEROR ON MULTIPLE AWARD SCHEDULES
FOR NAVAL FACILITIES ENGINEERING COMMAND
FURNITURE REPLACEMENT/UPGRADE PROGRAM

This Contracting Officer's justification authorizes Navy Contracting Officers to implement the Naval Facilities Engineering (NAVFAC) Command Program entitled BACHELOR QUARTERS FURNISHINGS UPGRADE AND REPLACEMENT PROGRAM. This program is designed to meet the Navy's goals for habitability and is one of the Navy's top Quality of Life issues as indicated in CNO msg 071400Z JAN 93. It implements the Navy's vision of commitment and quality in bachelor housing.

The "whole room" concept was developed by the NAVFAC Bachelor Quarters Program Management Office (BQPMO) in 1993 as part of the Navy's commitment to provide the highest Quality of Life in bachelor housing for Navy personnel whose devotion to the service is directly affected by their living environment. All General Services Administration (GSA) Federal Supply Schedule (FSS) holders who provide household and dormitory furniture were invited to participate in an innovative program to develop a standardized, quality and coordinated whole room package. Furniture vendors who participated entered into a partnership with other FSS vendors for coordination of carpeting, window treatments, and accessories to display their whole room concept. Each vendor's design was displayed at Navy BQ rooms at the Naval Air Facility, Washington, DC.

The rooms developed by the vendors were evaluated by BQPMO, BQ Managers, Major Claimants, interior designers, and resource sponsors. There were fifty-one (51) displays showcased and evaluated. Of the fifty-one displays by seventeen (17) vendors, all were chosen for the quality of their display, the overall design concept, long-term availability, interchange ability of the vendor's inventory, and functionality of the room for BQ residents. The BQPMO developed a catalog which includes the "whole rooms" in three design styles: transitional, traditional, and contemporary, with three color palettes for each style. It allows BQ managers to order whole rooms, depending on geographical location and appropriateness of style and color.

The program is implemented by the NAVFAC catalog entitled Bachelor Quarters (BQ) Whole Room Concept. The success of the program depends on obtaining items that are compatible with existing furniture, wall coverings, wall treatments, floor coverings, and accessories. The catalog provides the standards for furniture, carpeting, window treatments, and accessories which will enable the Navy to meet its commitment to Navy personnel. Compatibility and functionality of furniture, carpeting, window treatments, etc., is required and has been determined by an extensive evaluation program to be the most effective way to implement the program. Therefore, no substitutions will be allowed when placing orders under this program.

Award of orders under these Federal Supply Schedules may result in the choice of an offeror who is not the lowest on schedule. Because of the extensive evaluation process performed by NAVFAC, orders for items contained herein may be procured from other than the low offeror on GSA Federal Supply Schedule and are consistent with the requirements of FAR 8.405-1.

A Federal Prisons Industry (FPI-UNICOR) waiver is provided for each furniture requirement and is part of the requisition package.

JUSTIFICATION

The award of this order to other than the low offeror of GSA Federal Supply Schedule is in the best interest of the Government and is consistent with the requirements of FAR 8.405-1.



DEPARTMENT OF THE NAVY

NAVAL FACILITIES ENGINEERING COMMAND

200 STOVALL STREET

ALEXANDRIA, VA 22332-2300

4320

Ser 111B/94-111-39

18 APR 1994

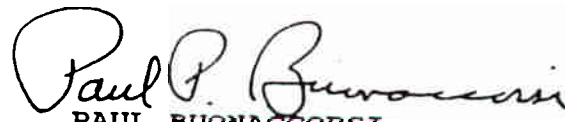
From: Commander, Naval Facilities Engineering Command
To: Commander, Naval Supply Command (ATTN: 02)

Subj: PROCUREMENT OF CARPETING TO SUPPORT THE WHOLE ROOM UPGRADE
PROGRAM FOR BACHELOR QUARTERS

Ref: (a) Phoncon btwn Dave Schuur (NAVSUP Code 21) and Joyce
Runyan (NAVFAC Code 111B)

1. As discussed in reference (a), this letter confirms the agreement between Naval Supply Command and Naval Facilities Engineering Command that Naval Supply Command would be responsible for the total procurement to support the Whole Room Upgrade Program for Bachelor Quarters. The program includes providing a totally integrated quality Bachelor Quarters Room Upgrade to include furniture, drapes, carpeting and the installation thereof.

2. As an exception to current policy that Naval Facilities Engineering Command procure carpeting and its installation, it is appropriate that the carpeting and its installation be procured by Naval Supply Command as part of one total coordinated package to streamline the ordering process and reduce the down-time for each bachelor quarters.


PAUL BUONACCORSI
Director, Contracts

ENCLOSURE(2)



DEPARTMENT OF THE NAVY

NAVAL FACILITIES ENGINEERING COMMAND

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ALEXANDRIA, VA 22332-2300

4320

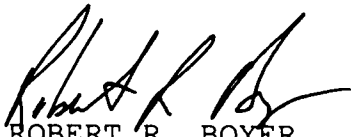
8 JAN 97

From: Commander, Naval Facilities Engineering Command
To: Commander, Naval Supply Systems Command (ATTN: 02)
Subj: PROCUREMENT OF WALL COVERINGS AND INCIDENTAL PAINTING
TO SUPPORT THE WHOLE ROOM UPGRADE PROGRAM FOR
BACHELOR QUARTERS

Ref: (a) PHONECOM btwn L. Matt (NAVSUP 02)/D. Kadjeski
(NAVFAC 54DK) of 5 Nov 96
(b) Memo from Code 50B to Code 11 of 16 Dec 96

1. As discussed in references (a) and (b), this letter confirms the agreement between Naval Supply Systems Command and Naval Facilities Engineering Command that Naval Supply Systems Command would be responsible for the total procurement to support the Whole Room Upgrade Program for Bachelor Quarters. The program includes providing a totally integrated quality Bachelor Quarters Room Upgrade to include furniture, drapes, carpeting, wall coverings, and incidental painting and the installation thereof.

2. As an exception to current policy that Naval Facilities Engineering Command procure incidental painting and wall coverings, it is appropriate that the incidental painting and wall coverings and its installation be procured by Naval Supply Systems Command as part of one total coordinated package to streamline the ordering process and reduce the down-time for each bachelor quarters.


ROBERT R. BOYER
Director, Contracts

Enclosure (3)

JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION

1. Required identification:

- a. Agency: Department of the Navy
- b. Requiring Activity: (Complete as appropriate.)
- c. Contracting Activity: (Complete as appropriate.)
- d. Requisition Number: (Complete as appropriate.)
- e. Control Number: (Complete as appropriate.)

2. Nature and/or description of the action being approved (including contract type: Justification and Approval for the use of a Firm Fixed Price Supply contract to purchase training packages from the American Hotel and Motel Associated Educational Institute.

3. A description of supplies/services required to meet the agency's needs (including the estimated value): This Justification and Approval covers the purchase of (requisitioning activity fill in quantity) training packages. Each training package consists of the following:

10 Library Books:

- 332T Managing Front Office Operations
- 339T Managing Housekeeping Operations
- 251T Supervision in the Hospitality Industry
- 355T Training in the Hospitality Industry
- 357T Managing Hospitality Human Resources
- 280T Hospitality Facilities Management and Design
- 488T Managing Hospitality Engineering Systems
- 383T Energy and Water Resources Management
- 469T Managing Computers in the Hospitality Industry
- 458T Managing Quality Services

5 videotapes:

- 538B Housekeeping: Professional Guest Room Cleaning
- 512B Managing Quality Guest Service
- 554B Train the Trainer: Leading Group Training
- 505A Increasing Productivity: Teamwork
- 509 Telephone Skills: Hospitality on the Line

Supervisory Skill Builder Workbooks:

- Leaders Guides (1 set). The 9 topics are:
 - You as Supervisor
 - Leadership
 - Time Management
 - Improving Communication
 - Handling Problems and Conflict
 - Conducting Orientation and Training
 - Motivation and Team Building
 - Staffing and Scheduling
 - Improving Employee Performance

-Student Workbooks (5 sets) on each of the same topics as the Leaders Guides listed above.

Hospitality Supervisor Certification (CHS)

Includes application, exam, and all processing necessary to award this certification.

Estimated total dollar amount: \$_____ (insert dollar amount as appropriate).

4. An identification of the statutory authority permitting other than full and open competition:

<u>Statute cite</u>	<u>FAR cite</u>	<u>Authority</u>
10 U.S.C. 2304(c) (1)	FAR 6.301-1	Only One Responsible Source and No Other Supplies or Services Will Satisfy Agency Requirements

5. A demonstration that the proposed contractor's unique qualifications or the nature of the acquisition requires use of the authority cited: The Navy has identified quality-of-life issues as being important to retention of qualified personnel in the Navy. Housing, including Bachelors Quarters, has been designated as the Navy's number one quality-of-life issue. To quote the CNO's May 1993 message in the "Commanding Officer's Guide to Quality Bachelor Quarters":

"The success of the Navy's mission -- and your success as a Commanding Officer -- depend directly on the performance of Navy men and women. We and the other Services are adjusting to a changing world, and it is imperative that we provide professional and personal opportunities that appeal to the best the country has to offer. We face strong competition with private businesses for people with skills and attributes to facilitate those changes. Our Navy men and women must find the same satisfaction in their jobs as they would expect to find elsewhere. Challenge, security, dignity, growth, accomplishment, reward, and compensation are all important. And in the Services, we add an additional element to the equation. We have chosen to fold the members entire life into a military community that embraces the range of civic services ... Recently, the Secretary of the Navy, the CINCs and I (the CNO) have agreed to establish housing as the Navy's premier Quality of Life issue. We concluded that just as we have done in family housing, we must establish higher standards for quality and emphasize them in all aspects of bachelor quarters..."

To identify deficiencies and corrective measures, studies of family and bachelor housing were directed by the CNO personally. When the results of the Bachelor Housing Management Study were briefed in February 1992, many deficiencies were reported in the management of Navy Bachelor Quarters. Consequently, the CNO directed the establishment of the Bachelor Quarters Program Management Office under the Naval Facilities Engineering Command.

(This establishment was announced by Naval message (CNO Washington DC 011615A FEB 1992).) The Bachelor Quarters Program Management Office (BQPMO) is tasked to provide the centralized program management necessary to fix systemic deficiencies found in Bachelor Quarters Navy-wide. Since its establishment, the BQPMO has identified training as the number one Bachelor Quarters deficiency.

BQPMO has identified training deficiencies pertaining to Bachelor Quarters Managers. To correct these deficiencies, BQPMO requires existing, off-the-shelf hospitality products which can be provided immediately to improve the training and knowledge of local activities' Bachelor Quarters management and operations on a Navy-wide basis. This training will be required for all activities' Bachelor Quarters Managers at all Bachelor Quarters Navy-wide. Off-the-shelf products are required because of the immediate need for training (due to the effect of quality-of-life issues on personnel retention, as discussed above). Off-the-shelf items are also more cost-effective when they meet the Navy's needs. BQPMO has identified the training package identified in the answer to question 3 above as an off-the-shelf training package that meets the Navy's needs.

The main purpose for training Bachelor Quarters Managers is to instill professionalism in Navy BQs to motivate both our military and our civilian managers to higher levels of customer service comparable to private industry hotels. To this end, BQPMO requires that training for BQ managers be minimally equivalent to training provided by private industry hotels. The only known training products available to the Government that is equivalent to private industry training is the training for certification as a Certified Hospitality Supervisor (the "CPA" of the hospitality industry).

The American Hotel and Motel Management Associated Educational Institute is the only body that grants Certified Hospitality Supervisor certifications. They are also the only known source of the associated training material and the exam materials. These packages are copyrighted by the American Hotel and Motel Management Association Educational Institute. This institute does not permit any other source to manufacture or sell these packages. Therefore, these packages are only available from the American Hotel and Motel Management Association Educational Institute. Other organizations exist which provide recognition for restaurant management/food service aspects of the hospitality field, but AH&MA is the sole industry certification authority for hotel/motel management operations.

While college curricula in hospitality do exist near some BQs, these curricula do not exist near all BQs (thus jeopardizing training standardization if the Navy chose to use college curricula rather than these training packages) and are more intensive and expensive than is necessary for Navy requirements.

Lastly, there are no other known products similar to this package that cater specifically to the hospitality industry.

6. A description of efforts made to ensure that offers are solicited from as many potential sources as is practicable, including whether a CBD notice was, or will be publicized as required by FAR Subpart 5.2 and, if not, which exception under FAR 5.202 applies: (Insert CBD information as appropriate.)

7. A determination by the Contracting Officer that the anticipated cost to the Government will be fair and reasonable: The Contracting Officer will evaluate proposed pricing in accordance with FAR 15.805 prior to award. The Contracting Officer will only award a contract based on fair and reasonable pricing in accordance with FAR 15.805.

8. A description of the market survey conducted (see FAR 7.101) and the results or a statement of the reasons market survey was not conducted: In order to determine all known sources of existing commercial, off-the-shelf training applicable to Bachelor Quarters (BQ) needs, a market survey was performed by BQPMO. This survey included meetings and discussions with claimants and several knowledgeable field level BQ managers distinguished as leaders in their field. Further, several of these managers have prior experience in the commercial hotel industry.

Upon consulting with private industry sources, the BQPMO learned that the major hotel/motel chains have established their own in-house training programs. These hotels' programs teach similar subjects, but the information is tailored to reflect their corporate policies and would not meet all of the Navy's training requirements for certification. Also, smaller hotel/motel chains typically do not have their own training programs and rely on the products available from the American Hotel and Motel Association.

Therefore, despite these efforts, neither BQPMO nor the requisitioning activity nor the contracting activity know of any other responsible source that can meet Navy requirements. The American Hotel and Motel Management Association Educational Institute remains the only known responsible source that can meet Government requirements.

9. Any other facts supporting the use of other than full and open competition, such as:

i. Explanation of why technical data packages, specifications, engineering descriptions, statements of work, or purchase descriptions, suitable for full and open competition, have not been developed or are not available: Any such specification would be too restrictive. As stated in question 8 above, the American Hotel and Motel Management Association Educational Institute's certification as a

Certified Hospitality Supervisor is the only known training package available to the Government that meets the minimum training needs of the Government for Bachelor Quarters Managers.

ii. When FAR 6.302-1 is cited for follow-on acquisitions as described in FAR 6.302-1(a)(2)(ii), an estimate of the cost to the Government that would be duplicated and how that estimate was derived: Not applicable. This is not a follow-on acquisition.

iii. When FAR 6.302-2 is cited, data, estimated cost, or other rationale as to the extent and nature of the harm to the Government: Not applicable.

10. A listing of sources, if any, that expressed, in writing, an interest in this acquisition: The BQPMO has not received any written expressions of interest on this acquisition from any potential source.

(List all organizations who expressed, in writing, interest in this acquisition, as appropriate.)

11. A statement of the actions, if any, the agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services required: BQPMO has monitored magazines, periodicals, other industry publications and other sources of information in an effort to identify additional sources of training materials sufficient to meet Navy needs. BQPMO will continue to do so in the future. Also, future requirements will be synopsized in the Commerce Business Daily in accordance with the FAR and other applicable regulations. However, neither BQPMO, nor the requisitioning activity, nor the contracting activity, know of any other responsible source that can meet Government requirements. Therefore, the American Hotel and Motel Management Association Educational Institute remains the only known responsible source that can meet Government requirements.

12. A statement of delivery requirements (e.g. include a list of ships and/or shore activities and required delivery dates for each): *(Insert delivery dates as appropriate.)*

13. The total estimated dollar value for the acquisition covered by the justification. The estimated dollar value should be identified by fiscal year and appropriation: *(Identify dollar value (from question 3) here.)*

14. Reference to the approved Acquisition Plan (AP), when the acquisition(s) covered in the justification meet the criteria/thresholds for a written AP (see DFARS 207.103(c)): An Acquisition Plan is not required for this acquisition as per DFARS 107.103(c).

15. In the case of spare or replacement parts acquisitions, documentation that substantiates that a review of the specifications was conducted to ensure that the specifications meet the minimum requirements: This acquisition is not for spare or replacement parts. Therefore, this requirement does not apply.

16. Identification of officials preparing this document:

(List and obtain signatures and titles as appropriate.)